



FLORIDA...

The Story Continues

CHAPTER 9, Local Government

PEOPLE

1895: Julia D. Tuttle convinces railroad owner to extend the railroad to Miami. Julia D. Tuttle became known as the “mother of Miami” because of her efforts to connect the area to the rest of Florida by railroad. In the late 1800s, Miami had few settlers because of its remote location. After a freeze killed most of Florida’s citrus crops in the winter of 1894–1895, Tuttle sent fresh orange blossoms to railroad owner Henry M. Flagler. The flowers were proof of Miami’s warm climate. Flagler then brought the railroad to Miami, which became a popular spot for visitors and settlers.

PLACES

1887: Eatonville is the first U.S. city to be incorporated as an all-African-American community. After the Civil War, segregation was a way of life in the United States. Local, state, and federal law forced blacks to live separately from whites, often in poor conditions. Many African Americans then decided to create their own all-black communities. Eatonville, a small town in central Florida, was the first. It was founded on August 15, 1887. Eatonville remains an incorporated all-black town today.

PLACES

2011: The City Commission of St. Marks plans for the future. St. Marks is one of the smallest towns in Florida. It is less than two square miles, with a population of fewer than three hundred. Yet even a small town needs people to run it. The St. Marks City Commission has six members, including a city manager. Elected by the people of St. Marks, the commission is responsible for helping the town grow, by developing projects that will keep its citizens safe and attract visitors and businesses.

PEOPLE

2011: Municipal officials run Florida's cities and towns. The citizens of every city and town in Florida regularly elect people to a local council or commission. These people are responsible for carrying out duties outlined in the local charter. Charters vary from place to place. As a result, some cities may have a mayor who has the power to veto or make appointments. Some have a council-manager who runs the city's departments. Some commissions make decisions and run the city's departments as a team.

EVENTS

2010: Florida Block Program provides fluoridated water. A block grant is money provided by the federal government to the state of Florida. The money goes to local communities to help with issues of public health. One goal of the Preventative Health and Health Services Block Grant is to bring fluoridated water to Florida's citizens. Fluoridated water greatly improves

people's dental health. In 2010, nearly 70 percent of Floridians had fluoridated water in their homes.

EVENTS

1973: Florida Home Rule Powers Act is passed. Before the late 1960s, any municipality in Florida had to ask the state legislature to pass laws about local issues. The laws then applied to every community in Florida. The 1969 Florida constitution changed that. Now cities and towns had "home rule." They could make laws that best suited their communities. The 1973 Act allowed local governments to "exercise power for municipal purposes" as long as no state laws were broken.



Unpacking the Florida Standards <...>

Read the following to learn what this standard says and what it means. See FL8-FL20 to unpack all the other standards related to this chapter.

Benchmark SS.7.C.3.14 Differentiate between local, state, and federal governments' obligations and services.

What does it mean?

Compare and contrast the duties and services of local, state, and federal government. Go to Chapter 3, The United States Constitution, Chapter 8, State Government, and Chapter 9, Local Government, for help.

CHAPTER 9

LOCAL GOVERNMENT

Essential Question What are the main forms of local governments? What services do local governments provide? Why are local governments important?



Florida Next Generation Sunshine State Standards

SS.7.C.2.3 Experience the responsibilities of citizens at the local, state, or federal levels. **SS.7.C.2.10** Examine the impact of media, individuals, and interest groups on monitoring and influencing government. **SS.7.C.2.13** Examine multiple perspectives on public and current issues. **SS.7.C.3.4** Identify the relationship and division of powers between the federal government and state governments. **SS.7.C.3.9** Illustrate the law making process at the local, state, and federal levels. **SS.7.C.3.14** Differentiate between local, state, and federal governments' obligations and services. **LA.7.1.6.1** The student will use new vocabulary that is introduced and taught directly. **LA.7.1.6.2** The student will listen to, read, and discuss familiar and conceptually challenging text. **LA.7.1.7.1** The student will use background knowledge of subject and related content areas, prereading strategies, graphic representations, and knowledge of text structure to make and confirm complex predictions of content, purpose, and organization of a reading selection.





WHY CIVICS Matters

You live in a country, the United States of America. You live in one of the 50 states. You also live in a county and probably a city or a town. These local units of government have a direct impact on your life, like providing police and fire protection.

PROJECT **Citizen**



STUDENTS TAKE ACTION

CHANGING PARK RULES No bikes allowed in the park? If you can't ride your bike in the park, where can you go? A group of students in Pleasant Grove, Utah, were confused about local laws about bikes in city parks, so they went to their city government to solve the problem.

FOCUS ON WRITING

PERSUASIVE LETTER Your local newspaper is running a competition for students to answer the question, "How does your city or other local government affect your life? What would make this government better?" This chapter describes different levels and structures of local government and the different responsibilities these governments have. As you read, take notes on local governments and their powers.

Reading Skills

In this chapter you will read about how local governments are established and about the many purposes they serve. You will also learn about how the many forms of government began and how they have changed over time.

Finally, you will learn how the federal, state, and local governments cooperate with each other and why they also sometimes compete with each other.

Understanding Political Cartoons

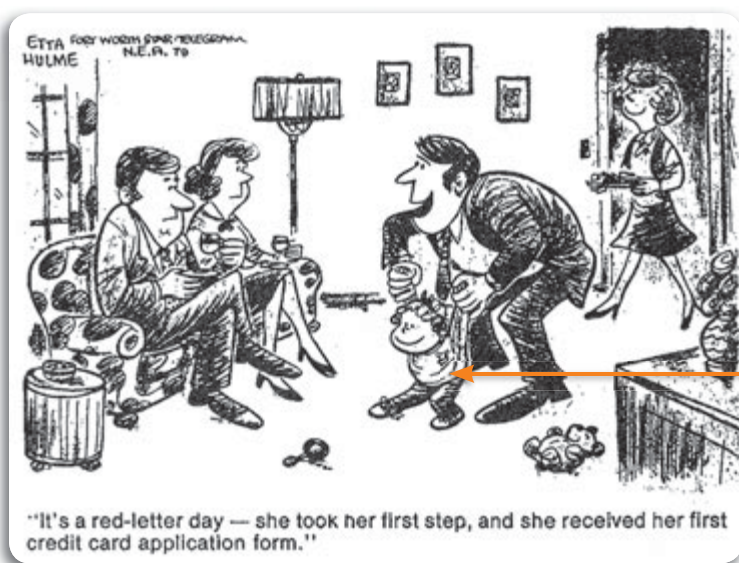
FOCUS ON READING

Political cartoons frequently portray public opinion on different issues. Learning how to understand these cartoons will help you keep tabs on how some people feel about issues and events.

Political Cartoons Political cartoons use both words and images to convey their message. Political cartoonists often exaggerate particular aspects of events to make points about those events. They also use symbols to illustrate people's characteristics. For example, a member of the Democratic Party might be drawn as a donkey, while a Republican might be drawn as an elephant. Cartoonists also use titles, labels, and captions to get their message across.

Helpful Hints for Understanding Political Cartoons

1. Read any titles, labels, or captions to identify the cartoon's topic.
2. Identify the people and objects in the cartoon. Determine if they are exaggerated and, if so, why. Identify any symbols and analyze their meaning.
3. Draw conclusions about the message the cartoonist is trying to convey. Is the cartoonist portraying the subject in a positive or negative way?



1. What is the cartoon's topic?

Credit card applications being sent to young people

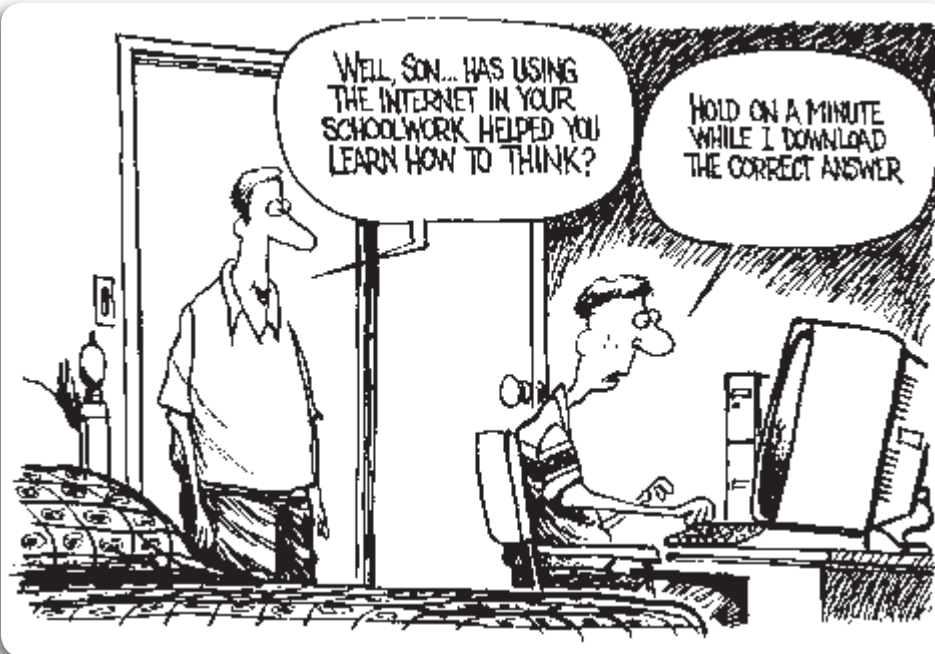
2. What is exaggerated? The age of the person receiving a credit card application—a baby

What is the cartoon's message?

Credit card companies are going to extremes by offering credit to younger and younger people. The cartoonist is portraying credit card companies in a negative way.

You Try It!

Look at the following cartoon and then answer the questions below.



After you have studied the cartoon, answer the following questions.

1. What is the general topic of the cartoon?
2. What is humorous about the boy's response to the father?
3. What attitude does the cartoonist have about using the Internet for schoolwork?
4. What is the message the cartoon conveys?

As you read Chapter 9, think about what topics might make a good political cartoon.

KEY TERMS

Chapter 9

Section 1

municipality (p. 228)
city (p. 228)
county (p. 229)
sheriff (p. 229)
charter (p. 230)
ordinances (p. 230)

Section 2

town (p. 231)
town meeting (p. 231)
township (p. 232)
special district (p. 233)

Section 3

home rule (p. 234)
city council (p. 235)
mayor (p. 235)
commission (p. 237)

Section 4

grants-in-aid (p. 241)
block grants (p. 241)

Academic Vocabulary

Success in school is related to knowing academic vocabulary—the words that are frequently used in school assignments and discussions. In this chapter you will learn the following academic words:

primary (p. 235)
implement (p. 241)

SECTION 1



SS.7.C.2.3; SS.7.C.3.9; SS.7.C.3.14; LA.7.1.6.1; LA.7.1.7.1

Units of Local Government

BEFORE YOU READ

The Main Idea

Local governments have grown as the country has grown. As Americans settled in rural communities, towns, cities, and suburbs, they set up local governments.

Reading Focus

1. How are local governments established, and why are they needed?
2. How is county government organized, and what are the main purposes of each level of county government?
3. How do local and state governments work together?

Key Terms

municipality, p. 228
city, p. 228
county, p. 229
sheriff, p. 229
charter, p. 230
ordinances, p. 230



Use the graphic organizer online to take notes on establishing local governments, county governments, and how governments work together.



Have you lived through a flood, hurricane, or tornado? Did you lose electricity? Did you need to call the fire department or the police? Most

of us do not think about basic services—at least until we do not have them. Your local government often provides all of these services.

Establishing Local Governments

What level of government is closest to you? As a student, you are most affected by the government of the city or town in which you live, and by the school district in which you are a student. In other words, you are most affected by local government.

Powers Come from the State

In the United States, the states have the right to establish local governments. States use their own constitutions to legalize and define their local governments. Local government is made up of municipalities. A **municipality** is a unit of local government that is incorporated by the state and that has a large degree of self-government. Muni-

palities can include a state's cities, towns, villages, and boroughs.

The Need for Local Governments

Our local governments provide the conveniences and services that we have come to expect to make our daily lives easier. For example, we expect the roads to be in good repair and to allow us to get to and from work or school safely. Street cleaning and trash collection help keep our neighborhoods neat and disease-free. Electricity, running water, and sewage systems keep our homes, schools, and workplaces comfortable, efficient, and safe.

These services are often provided to us by local governments, such as city governments. A **city** is the largest type of municipality. Police and fire protection, water-conservation efforts, and snow removal are also provided by local governments. Local governments also provide education and keep records. Some governments supply their citizens with public transportation or recreation areas.

READING CHECK

Summarizing What are some of the services local governments provide?

SS.7.C.3.14
Differentiate between local, state, and federal governments' obligations and services.

County Governments

The highest level of local government is the county. A **county** is a division of state government. It is formed to carry out state laws, collect taxes, and supervise elections in a single small area. Louisiana calls its county-level government units parishes. Alaska calls its counties boroughs.

County government is often the largest unit of local government. County employees provide services such as health care, police protection, welfare, corrections, recreational areas, and libraries. In some areas in a few states, county and city governments are combined into one legislative body.

At the head of county governments is a group of officials elected by the voters. This group may be called the county board, board of commissioners, county court, or board of county supervisors. These officials form the county's legislative body. They have the power to pass laws regulating health and safety throughout the county. They also may collect real estate taxes, sales taxes, and personal property taxes.

County governments also have an executive branch. However, unlike executive branches at other levels of government, county executive branches usually have no single leader. Instead, county voters elect several county officials. Each has his or her own responsibilities. In some places, however, the traditional form of county government has been replaced with a county manager and county executive. The county executive is elected by the voters. The county manager is appointed by the county board to supervise county business and services.

One of these elected officials is the county **sheriff**, who usually commands several deputies and an office staff. The sheriff arrests lawbreakers and carries out the orders of county courts. In many states, the sheriff is responsible for law enforcement only in the areas of the county that are not part of a city.

PRIMARY SOURCE

POLITICAL CARTOON Speed Trap

The sheriff is the top law enforcement official at the county level of government. One of the sheriff department's duties is enforcing traffic laws.

The sheriff is operating the device to stop speeders.



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The Dorfrod County Sheriff's Department introduces its new electromagnetic speed-enforcement system.

ANALYSIS SKILL

ANALYZING POLITICAL CARTOONS

Supporting a Point of View Why do you think the cartoonist chose to depict such an exaggerated method of stopping speeders?

Counties also have several other elected officials. The county clerk keeps a record of the actions and decisions of the county board. In addition, the clerk keeps birth records, marriage records, death records, and election results. County treasurers are responsible for the county's funds. County auditors also watch the money the county receives and the money it spends. County officials may also include a coroner, who investigates unnatural deaths. Another is a county prosecutor—also known as the district attorney—who represents the state in county trials.

READING CHECK

Summarizing Describe the basic structure of county governments.



FOCUS ON Antonio Villaraigosa (1953 -)

In 2005 Antonio Villaraigosa became the first Hispanic mayor of Los Angeles, California, in 133

years. He was born and raised in the city by a single mother with four children.

Villaraigosa was elected to the California State Assembly in 1994 and four years later became assembly speaker. In this role, he sponsored legislation to modernize public schools, ban assault weapons, and provide health care for poor children.

After losing a bid for mayor in 2001, Villaraigosa focused on his research. For two years he studied and wrote about the future of American cities. In 2003, Antonio Villaraigosa won a seat on the Los Angeles city council, representing the city's northeast sector. During his term he became a leader in the council.

On a platform of progressive urban reform, Villaraigosa ran for mayor again in 2005. He defeated incumbent mayor James Hahn in a run-off election. When Mayor Villaraigosa was sworn in on July 1, many people in Los Angeles celebrated with a victory parade.

Making Inferences Why is it significant that Villaraigosa is the first Hispanic mayor of Los Angeles in 133 years?

Governments Work Together

The duties of local government officials are usually outlined in state-approved charters. A **charter** is a basic plan for a local government unit that defines its powers, responsibilities, and organization. Of course, a charter cannot violate state or federal laws.

It is the job of local governments to make communities better places to live. To accomplish this job, local lawmaking bodies have the power to pass **ordinances**. These are regulations that govern a community. Ordinances also cannot conflict with state or federal laws. Local law enforcement groups, such as police departments, are responsible for enforcing both local ordinances and state laws.

Local governments also help the state by making sure election procedures follow state guidelines. Local officials both supervise the voting process and provide citizens with polling places. These are places where people can cast their ballots. Without local assistance, state and federal elections could not happen.

READING CHECK

Summarizing Why must states and local governments cooperate?

SECTION 1 ASSESSMENT



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ONLINE QUIZ

Reviewing Ideas and Terms

- a. Define** Write a brief definition for each of the following terms: **municipality** and **city**.

b. Draw Conclusions Why can local governments provide some services more efficiently than state governments can?
- a. Define** Write a brief definition for each of the following terms: **county** and **sheriff**.

b. Explain Describe the organization of county government.

c. Compare and Evaluate What are some of the duties of county government?
- a. Define** Write a brief definition for each of the following terms: **charter** and **ordinances**.

b. Summarize In what ways do counties support state governments?

Critical Thinking

- Summarizing** Use your notes and a chart like this one to summarize the section.

County Board	
Sheriff	
County Clerk	
County Treasurer	
County Auditor	
District Attorney	

FOCUS ON WRITING

- Supporting a Point of View** Imagine that you live in a neighborhood in a rural county. Coyotes are beginning to come into the neighborhood and cause problems. Write a letter to the county board asking for assistance in handling the coyotes.

SECTION 2



SS.7.C.2.3; SS.7.C.3.14; LA.7.1.6.1; LA.7.1.7.1

Town, Township, and Village Governments

BEFORE YOU READ

The Main Idea

Although counties are the largest unit of local government, they share the job of governing with other units of local government.

Reading Focus

1. Where did town government begin, and what is the purpose of the town meeting?
2. Why did townships and special districts develop, and how does each function?
3. Why are villages and boroughs created, and how do they operate?

Key Terms

town, p. 231
town meeting, p. 231
township, p. 232
special district, p. 233



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TAKING NOTES

Use the graphic organizer online to take notes on the different kinds of local governments and the purpose of each.



Residents often vote on issues of importance to their community during a town meeting.

Many smaller communities in New England still hold town meetings to deal with local issues.



When you vote in a class election, you participate in direct democracy. In some regions of the country that have small populations, direct democracy is still practiced at town meetings. When a town grows, elected representatives are needed to make the decisions.

Town Government

Towns first developed as New England colonists built homes and churches. A **town** is a unit of local government, usually larger than a village and smaller than a city. The colonial town included both the homes, churches, and other buildings and surrounding farmlands.

The people who lived in early New England towns created the town meeting, a simple yet powerful form of local government. In a **town meeting**, all citizens meet regularly to discuss town issues. After all opinions regarding an issue have been voiced, the people at the meeting vote on that issue. This means that each person has a direct voice in the government.

MEDIA INVESTIGATION

Finding Information on the Internet

Does your town have leash laws for pets? How many people live in your state? These questions can all be answered by using Web sites provided by your local government.

The Internet is also a great place to find practical information for daily life. Unfortunately, it can be hard to know if the Web sites you visit contain complete and accurate information. Many sites are sponsored by groups trying to sell a particular product or service.

Using a Web site sponsored and maintained by your local government can help you avoid these problems. These sites provide residents with useful information.

Illustrated example of a township Web site

The screenshot shows the homepage of TheDuchessTownship.gov. At the top, there's a navigation bar with links like 'Township Information', 'Departments', 'Citizen Resources', and 'Elections'. Below this is a header with the township's name and logo. A search bar is visible. The main content area features a 'DEPARTMENTS NAVIGATION' section with a 'Duchess Township Library System' link highlighted. To the right, there's a 'QUICK DIRECTORY' section. Below the navigation, there's a 'LIBRARY SERVICES' section with links to 'Library Catalog', 'Databases', 'My Account', and 'Ask a Librarian'. A large banner for 'Castles, Creepy Crawlies and Crocodiles' is also present. A callout box points to the library link, stating: 'Local government Web sites often provide useful links to public services, such as libraries.'

ANALYSIS SKILL MEDIA INVESTIGATION

Evaluating How do you know you are on government Web sites?

hmhsocialstudies.com **ACTIVITY**

Town meetings often are held in conjunction with town elections. At the elections, townspeople typically elect from three to five officials to manage the town's affairs between town meetings. The town meeting form of government can work well in areas that have small populations. Direct democracy is practical in such towns. It is easier for all the voters to gather in one central location at one time.

READING CHECK

Analyzing Information

In what kind of community does a town meeting work well?

Townships and Special Districts

In some states, land is often divided into other smaller units. Two common subdivisions are townships and special districts. Townships are more common in certain states, but special districts are found in every state.

Townships

In colonial times, New England states used the town form of government. Other states, especially New York, New Jersey, and Penn-

sylvania, used a form of government called a **township**. Townships in other parts of the country, especially the Midwest, have a different history. In the early 1800s, the United States expanded westward. Americans moved into new land where they had not previously settled. Congress divided this new land into perfectly square units, usually 6 miles (an hour's buggy ride) by 6 miles on a side. As people from the East moved in, they set up local governments. They called them civil townships.

Colonial townships were usually smaller than New England towns, while the Midwestern townships may have been larger than towns. But all townships perform many of the same governmental functions, such as building schools and roads, that towns perform. In general, a township is headed by an elected chairperson or supervisor. Voters also elect a board of commissioners or trustees to make township rules and regulations. An elected constable enforces the laws. Often an elected justice of the peace tries minor legal cases. Today, many township governments have decreased in importance as cities have taken over many of the governmental responsibilities.

Special Districts

People living in a certain area may have a special need. In such cases these people may go directly to the state legislature and ask for a charter to set up a special district. A **special district** is a unit of government formed to meet a specific need, such as fire protection, libraries, parks and recreation centers, public transportation, or sewage disposal. A special district may include several cities. For example, a hospital district might serve several cities. Each city would have to pay taxes for the services it receives. The state legislature usually sets up a commission to handle the details of establishing and operating the special district. The commission members may be elected or appointed.

School districts are considered special districts by some researchers. These districts are created by states to provide funds for local schools. There are more than 13,000 school districts in the United States. Each district has its own governing body called a board of education. An executive, usually called a superintendent of schools, manages the district's day-to-day operations.

READING CHECK

Finding the Main Idea Why do school districts qualify as special districts?

Village and Borough Governments

When rural communities grow to a population of 200 to 300, their residents often encounter problems that require them to work together. The residents may decide to establish a village or a borough and create their own local government.

A request to establish a village or borough must be approved by the state legislature. The legislature permits the village or borough to be a self-governing municipality. It then can collect taxes, set up fire and police departments, and provide other services that larger communities offer their residents.

A village or borough is often governed by a small council, or board of trustees. The voters also elect an executive or president of the board of trustees to carry out the laws.

If the population of a village or borough becomes large enough, the people may ask the state legislature to grant the community a city charter. When this happens its government would change accordingly.

READING CHECK

Analyzing Information Why does an increase in population require the formation of a government?

SECTION 2 ASSESSMENT



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ONLINE QUIZ

Reviewing Ideas and Terms

- a. Define** Write a brief definition for each of the following terms: **town** and **town meeting**.
b. Explain Why did town meetings develop?
- a. Define** Write a brief definition for each of the following terms: **township** and **special district**.
b. Make Predictions What might happen if a local government did not make use of special districts?
- a. Recalling** What is the role of the state in the creation of villages and boroughs?
b. Sequence When do rural areas become villages or boroughs?

Critical Thinking

- Comparing and Contrasting** Copy the graphic organizer. Use it and your notes to explain why townships and special districts develop, and how each is organized.

Townships	Special Districts
Why:	Why:
Organization:	Organization:

FOCUS ON WRITING

- Writing to Persuade** Write a letter from the perspective of a resident arguing why a rural area should or should not become a village.

SECTION 3



SS.7.C.2.3; SS.7.C.2.13; SS.7.C.3.9; SS.7.C.3.14; LA.7.1.6.1; LA.7.1.7.1

City Government

BEFORE YOU READ

The Main Idea

A city is usually larger than a town or village. In many cities a large population is crowded into a relatively small area, which creates many challenges for city government.

Reading Focus

1. How are city governments organized under the home-rule system?
2. What are the different forms of city government?

Key Terms

home rule, *p. 234*
city council, *p. 235*
mayor, *p. 235*
commission, *p. 237*



Use the graphic organizer online to take notes on the different forms of city government.



City government can get very big. For example, the New York City Department of Sanitation has nearly 10,000 employees. The Los Angeles Police Department employs over 12,500 people. These departments are the size of many small towns. To provide good service, a city must be organized efficiently.

Home Rule Organization

A city is generally the largest kind of municipality. Cities vary greatly, however, in size. New York City, for example, has a population of more than 8 million. On the other hand, the city of Parker, Pennsylvania, has only 799 people.

Traditionally, cities received their charters and their authority from the state legislature. Increasingly, however, states have been granting to cities an authority called **home rule**. Under home rule, a city can write and amend its own municipal charter. This charter, usually written by a commission, must be approved by the voters.



Making Predictions Does home rule strengthen or weaken local governments? Explain your answer.



A city may be small, like Jim Thorpe, Pennsylvania, or huge like New York City.

Community Meeting

The decisions of city governments can have a huge impact on citizens. City governments deal with a large number of issues, including building roads, providing police and fire production, regulating business and industry, and collecting taxes.

In order to get the public's feedback on important issues, city governments often hold community meetings. Citizens are given the opportunity to ask their elected officials questions. They can also give their opinions on the issues facing the city.

Why is it important for citizens to attend community meetings?

Community meetings are a good forum for citizens to express their opinions.



Forms of City Government

Cities manage a variety of responsibilities, such as providing education, health, and safety to their residents. Transportation systems, sanitation, water supplies, and fire and police protection are also part of the daily business of city governments. A city government usually is organized in one of four ways. Depending on its charter, the city will have a mayor-council government, a strong-mayor government, a commission government, or a council-manager government.

Mayor-Council Government

The oldest and most common form of city government is the mayor-council government. In this kind of government, the **city council** is the legislative body. The **mayor** is the city's chief executive officer.

In mayor-council governments, a city may be divided into several districts, often called wards. The people of each ward elect one person to represent them in a city council. In some cities, several council members at large are elected by all the voters in the city, rather than just the voters of one ward. Usually the mayor is also elected at large.

Weak-Mayor Plan During the country's early years, Americans remembered British governors who had abused their powers. For this reason, some cities developed the weak-mayor plan to limit the power of the mayor. Under the weak-mayor plan, the city council holds more power than the mayor. For example, the council appoints the city department heads, who report directly to the city council rather than to the mayor.

Strong-Mayor Plan Recently, many city governments using the mayor-council form of government have adopted a strong-mayor plan of city government. Under the strong-mayor plan, the mayor is the city's chief executive officer and has the **primary** responsibility for running the city's government. For example, the mayor appoints most of the city officials. He or she usually also prepares the city budget. In some cities, the mayor can also veto ordinances passed by the city council. Because executive power is concentrated in the mayor, many people think that the strong-mayor plan is more efficient than the weak-mayor form.

SS.7.C.3.9 Illustrate the law making process at the local, state, and federal levels.

ACADEMIC VOCABULARY

primary: main, most important

4 Structures of Local Government

American city governments have four different structures. The weak-mayor system dates back to colonial days and, as cities grew, was mostly replaced by the strong-mayor system. The commission and council-manager plans are closely related.



Mayor-Council (Weak Mayor)

In the weak-mayor plan, the mayor has equal voting power with all the members of the council. A weak mayor's vote, however, may act as a tie breaker.



The weak-mayor plan was the earliest structure of American city government. The colonists brought the structure from England, where mayors, like the Lord Mayor of London (shown above), were more ceremonial figures than city leaders. It was favored in early America because it keeps one person from being too powerful.



Mayor-Council (Strong Mayor)

In the strong-mayor plan, the mayor has veto power on the decisions of the council. Mayors also appoint city officials and have power over the city budget.



Beginning in the 1800s, many cities changed from the weak-mayor to the strong-mayor plan. This change led to corruption in some places. New York City suffered under a corrupt city government, known as Tammany Hall, from the 1850s to the 1930s. Large cities, including New York, still have a strong mayor plan, but corruption is rare. Michael Bloomberg is currently the New York City mayor.



Commission

In the commission plan, each council member is in charge of a different city department. The mayor's vote carries the same weight as each of the commissioners' votes.



In 1900 Galveston, Texas, (shown above) suffered a devastating hurricane that killed one out of every six people living there. In response, the city formed the first city commission to make sure that responsibility for the many different jobs needed to rebuild the town would not fall just to the mayor.



Council-Manager

In cities with a council-manager plan, like Oklahoma City, Oklahoma, a city manager is appointed by the city council to run city departments. The mayor leads the city politically, and the manager directs the city's day-to-day operations.



The council-manager structure began in 1912 in Sumter, South Carolina. Sumter's mayor created it based on the city commission structure in Galveston, but he added a supervisory level—the city manager—to oversee the departments.

ANALYSIS SKILL

ANALYZING VISUALS

- 1. Identify** Describe the four structures of local government.
- 2. Evaluate** Which structure of local government is most efficient? Explain.

Commission Government

A new form of government was introduced in Galveston, Texas, around 1900. Under the **commission** form of government, a city is governed by a commission. It usually consists of three to nine elected officials, or commissioners. The commission acts as the city's legislative body, passing laws for the community.

The commission also acts as the city's executive body. Each commissioner heads up a city department and enforces laws relating to that department. For example, one commissioner usually heads the department of public safety, which includes the police and firefighters. Another commissioner oversees public works. This official sees that the city has an adequate supply of clean water and that the streets are kept in good repair. A third commissioner oversees the city's finances, including tax collection. Another commissioner might supervise the public welfare department, which helps the city's disadvantaged citizens. Still another commissioner might run the health department, which supervises hospitals, clinics, and health inspectors in the city.

The commission form of city government has certain disadvantages. For example, voters may find it difficult to elect officials who know how to run a department of the city's government. In addition, commissioners sometimes disagree about who should manage activities and budgets that fall under the jurisdiction of different departments.

Council-Manager Government

The council-manager plan of government is really a commission with a city manager added. Under the council-manager plan, voters elect a city council to act as the city's lawmaking body. The council then appoints a city manager as the city's chief executive. The city manager appoints the heads of the city departments. These officials report directly to the city manager, who may also remove them from office.

The council-manager government has several advantages. First, because the city manager is appointed and not elected, he or she is usually free from any political pressure. In addition, the council can fire the city manager if he or she does not do a good job.

However, there are disadvantages to this form of government. Some cities cannot afford to hire a good manager. Some critics argue that city officials should be directly accountable to the voters.

READING CHECK

Finding the Main Idea What are the types of city government, and how are they different?

FOCUS ON

After receiving complaints from residents, the city of Lake Worth, Florida, recently passed an ordinance to limit noise downtown. The city commission appointed a task force that held a public meeting to get community feedback. Then, the task force made its recommendations, which the commissioners voted on and approved.

SECTION 3 ASSESSMENT



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ONLINE QUIZ

Reviewing Ideas and Terms

- Define** Write a brief definition for the term **home rule**.
 - Draw Inferences and Conclusions** How does home rule loosen the restrictions on a city?
- Define** Write a brief definition for the terms **city council**, **mayor**, and **commission**.
 - Summarize** How is a mayor-council government organized?
 - Evaluate** What are the strengths and weaknesses of the council-manager form of government?

Critical Thinking

- Evaluating** Use your notes and a chart like the one here to evaluate the advantages and disadvantages of each type of city government.

Types of City Government	Advantages	Disadvantages
Strong Mayor		
Weak Mayor		
Commission		
Council-Manager		

FOCUS ON WRITING

- Supporting** Imagine that you are part of a committee establishing a new city. Write a short speech explaining which of the four plans you believe is the most effective form of city government and why.

Analyzing an Editorial



SS.7.C.2.10;
LA.7.1.6.2

Learn

Editorials are a special type of newspaper or magazine article. They express the opinion of the writer or of the editorial board of the publication. Often-times editorials take a stand on a recent event or policy. Most editorials use facts to support their point of view.

Today many newspapers dedicate a page or section to opinions and editorials. Use the tips below to learn how to analyze an editorial.

Practice

- 1 **Determine the subject.** As you read an editorial, you should ask yourself what issue or event the article is addressing.
- 2 **Identify the author's point of view.** What is the author's opinion? Look for words and phrases that indicate his or her point of view.
- 3 **Locate the facts.** What facts does the author use to support his or her argument?
- 4 **Decide where you stand on the issue.** Think carefully about the information presented in the editorial. Is there enough evidence to support the author's point of view? Do you agree or disagree with the author?

Apply

Read the editorial carefully. Use the tips for analyzing an editorial to help you answer the questions below.

1. How is this editorial framed—what issue, policy, or event does it address?
2. What is the author's point of view? How can you tell?
3. What facts and information does the author provide to support his or her opinion?
4. How would you frame a response to this editorial? What points would you make and how would you support them?

CONCERNS ABOUT TASERS

Police departments around the country are debating the use of Tasers, the electronic stunning devices widely used to subdue unruly suspects.

An influential police research group meeting in Houston last week recommended using the stun guns only on people violently resisting arrest because of the weapon's potential to kill. The Police Executive Research Forum also said suspects should be evaluated after one shock before being shocked again . . .

Although police departments, and the research forum, believe Tasers are important to police work, there is ample concern that more caution needs to be exercised when using them. Tasers shoot barbs that deliver 50,000 volts of electricity to the body and incapacitate the target they hit . . .

When it comes to the effectiveness of Tasers, much is still unknown. But in the past four years, more than 70 people have died in the United States after being stunned by Tasers, and that alone is cause for more study to help police officials develop proper training methods and use-of-force protocols . . .

There is widespread belief that Tasers have resulted in a decrease in lethal force when subduing suspects and in fewer injuries to officers. Although there is no doubt that a Taser is not as lethal as a gun, there is concern that officers are using Tasers indiscriminately or in routine confrontations . . . Police should have a clear protocol that directs officers to resort to Tasers only after other methods to subdue suspects fail.

Source: Austin American-Statesman

SECTION 4



SS.7.C.3.4; SS.7.C.3.14; LA.7.1.6.1; LA.7.1.7.1

How Governments Work Together

BEFORE YOU READ

The Main Idea

You live under three levels of government—local, state, and federal. Without cooperation among these levels, everyday life would not run smoothly.

Reading Focus

1. How do the different levels of government work together?
2. How do governments cooperate to meet people's needs?
3. In what ways are different levels of government in competition?

Key Terms

grants-in-aid, *p. 241*
block grants, *p. 241*



TAKING NOTES

Use the graphic organizer online to take notes on how governments work together and compete with each other.



The “Big Dig” in Boston, Massachusetts, was an example of governments working together. From 1982 to 2006 the city of Boston worked with surrounding cities and the state to build new roads and interchanges.



If your heart, lungs, and brain did not work together, you could not function properly. The same is true of the three levels of government.

If local, state, and federal government did not cooperate, life would be difficult.

Governments Work Together

As you read earlier in this chapter, most local units of government have their powers defined for them in charters written by the state legislatures. This outlines the duties and responsibilities of each level of government and ensures that all governmental bodies have the powers needed to do their jobs.

Under the U.S. federal system of government, the powers of each level of government are clearly defined and understood. At the top, the U.S. Constitution is the supreme law of the land. All levels of government must obey the Constitution. For example, no state or city can require public officials to do things that are prohibited by the U.S. Constitution. State constitutions set up rules that govern the people of each state.

Governments Work Together in Times of Crisis

In the aftermath of Hurricane Katrina, local, state, and federal governments worked together to help the victims of the disaster.

Chang W. Lee/The New York Times



Local

New Orleans police and firefighters worked to rescue people trapped by floodwaters.



State

Schools in neighboring states took in many students displaced by the hurricane.



Federal

The federal government sent the U.S. Coast Guard to aid in rescue efforts.

ANALYSIS SKILL

ANALYZING VISUALS

Making Inferences What might be the benefits of different levels of government cooperating in times of crisis?

Building Roads Together

Though each level has its defined roles, many issues call for cooperation among local, state, and federal governments. A good example can be seen in the nation's roads and highway systems. Today every state has a network of roads built with local, state, and federal funds.

In colonial days, building a road was a local project. If a town wanted a road, the townspeople built it. These early, primitive roads were cheap to build. Local governments could easily plan and pay for such roads. As the West opened up, the U.S. government did pay for the construction of some east-west roads. However, in general, road building remained a local responsibility.

In the late 1800s New Jersey became the first state to use state funds to help its counties improve their local roads. Massachusetts went a step further in 1893. It established a state highway commission to build a state-wide highway system. Other states soon established state highway departments to build main roads.

President Dwight D. Eisenhower was instrumental in the construction of the nation's interstate highway system. He recognized the importance of highway building in 1919. Then he was a soldier and took part in the U.S. Army's first transcontinental motor convoy. The journey was a miserable two-month trip. It was slowed by poorly kept dirt roads and rickety old bridges. Then, during World War II, General Eisenhower saw the ease with which the German forces could travel through the countryside because of Germany's highway system. In 1956, partly as a result of his wartime experiences, President Eisenhower signed legislation that funded the creation of the U.S. interstate highway system.

Today more than 46,000 miles of interstate highways connect almost all parts of the country. The federal government pays 90 percent of the cost of building and maintaining the system. It assists state and local governments in building and maintaining other highways.

City Governments Work Together

In the same way that the three levels of government work together, governments of different cities may work together to solve common problems. For example, all city governments are concerned about increasing funds for police departments, fire departments, and education. They look for ways to lessen air pollution and to safely dispose of trash. The U.S. Conference of Mayors meets regularly. The country's mayors compare problems and discuss possible solutions.

READING CHECK

Analyzing Information

How is the road system an example of cooperation between state and federal governments?

Governments Cooperate to Serve the Public

Public education is one of the most important areas in which governments cooperate to serve the public. State governments grant funds to their communities to help the communities operate their schools. State boards of education provide services for local school districts and see that they obey state laws. However,

actual control of the schools is left to local boards of education. These local boards are more familiar with the needs of their communities and the students in their schools.

Federal Government Programs

The federal government ensures the cooperation of state and local governments by providing funds to help them **implement** important programs. For example, **grants-in-aid** are federal funds given to state and local governments for specific projects, such as airport construction or pollution control. The government receiving the funds must meet certain standards and conditions. It must often provide some money of its own for the project. Grant-in-aid projects are subject to supervision by the federal government.

Like grants-in-aid, **block grants** are funds given by the federal government to state and local governments. However, block grants are given for broadly defined purposes. State and local governments develop and carry out the programs on which the funds will be spent. However, they must establish a spending plan and report expenditures to the federal government.

ACADEMIC VOCABULARY

implement: to put in place

American Religious Liberties

The Role of Religion and Public Office

The inauguration of the president receives special attention in the Constitution, Article VI. It states that "no religious Test shall ever be required as a Qualification to any Office" of the United States. A candidate for president does not have to meet a religious test or belong to any religion to be elected.

In an additional effort to make sure that religion does not determine a public official's appointment, Article VI also says that all federal and state

officials "shall be bound by Oath or Affirmation, to support this Constitution." The option to affirm rather than to swear an oath of office was specifically intended for Quakers. Their religion prohibits swearing oaths.

1. What evidence in the Constitution shows that the founding fathers did not want to impose any formal religious qualifications for public officials?
2. How might an elected official's religion influence his or her position? Give examples.



FOCUS ON



About \$18 billion was earmarked for elementary and secondary public education spending in the 2010–2011 Florida state budget. Most of this money comes from local property taxes, but state sales taxes and federal funds also pay for education in Florida. Among other things, the money will be used to pay teachers' salaries and purchase instructional materials, which will help support the economy.

State and Local Governments

In the same way, states work with local governments to assure the quality of life in the United States. For example, stores and businesses must obey many state laws that require good business practices. State health regulations protect people eating at local restaurants. State education requirements ensure that all students in the state are offered the same education. For the same reason, workers in local factories and mines are protected by state inspectors. They ensure that the industries obey all safety regulations. State bank inspectors help ensure that bank accounts are safe. They make sure that banks are following state and federal banking regulations.

State governments also establish state licensing boards. These boards administer examinations. They issue licenses to accountants, dentists, doctors, engineers, lawyers, nurses, teachers, and other professionals. This service helps to ensure that communities have qualified professional workers. It ensures that these workers meet certain standards.

READING CHECK

Summarizing What are some other ways that different levels of government cooperate?

Governments in Competition

Local, state, and federal governments often work together on many matters. However, all of these levels of government also compete with one another in several ways. For example, governments at all levels compete for citizens' tax dollars in the form of various income taxes, property taxes, and sales taxes.

States compete with each other to attract industry. State officials may offer tax breaks, a good supply of labor, efficient highway systems, and favorable laws to encourage industries to move to their state. Cities compete against each other for trade and industry in similar ways.

The combined system of federal, state, and local governments is complex. Conflicts among governments are to be expected at times. Only by working together can the country's three levels of government fulfill their duty to serve the American people.

READING CHECK

Analyzing Information What are some of the areas in which governments compete?

SECTION 4 ASSESSMENT



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ONLINE QUIZ

Reviewing Ideas and Terms

1. **a. Identify** What three levels of government provide services to the American people?
b. Make Generalizations Government decisions at any level must not conflict with what national document?
2. **a. Define** Write a brief definition for each of the following terms: **grants-in-aid** and **block grants**.
b. Make Generalizations Although all levels of government are involved in education, which government level actually controls the schools? Why?
3. **a. Summarize** In what areas might state and local governments compete for tax dollars?
b. Recall What are some ways cities and states can attract new industry?

Critical Thinking

4. **Finding Main Ideas** Using your notes and a chart like the one below, write a main idea sentence for each element of how governments function.

Element	Main Idea
Working Together	
Serving the Public	
Competition	

FOCUS ON WRITING

5. **Analyzing Information** Imagine you have been invited by the local government to give a short speech titled "How Governmental Cooperation Serves Our Community." Write a speech that explains how the three levels of government work together to improve life in your community.

STUDENTS TAKE ACTION

PROJECT Citizen



Changing Park Rules

When students in Pleasant Grove, Utah, rode their bicycles or skateboards to a park, they ran into a problem. Signs posted in the park said that no biking, skateboarding, or roller skating was allowed. The teens knew that if they wanted to change these rules, they would have to work with the city government.

Community Connection To find out the extent of the problem, the Project Citizen students in teacher Bill Spence's class talked to classmates and adults in the community. During these surveys, the students discovered that many people were confused. Which activities were and were not allowed in the park? Some park signs further complicated the problem by giving conflicting information. For example, one park sign said both "No bikes" and "Park bikes in bike racks."

Taking Action The students decided to research local laws. They learned that one city law specifically allowed bicycles in parks and skateboards and roller skates in particular areas. Prepared with this information and their survey results, the students invited officials from the city's Leisure Services Division and the Parks and Recreation Department to a presentation at their school. The students presented their research. They suggested a plan of action. It included replacing the confusing signs and making sure the park rules followed the city law. The officials agreed with the students' recommendation. So they posted new park signs. "The city's officials were very impressed with the students' research and presentation," said teacher Bill Spence.



Signs make it easier to know park rules.

SERVICE LEARNING



1. Why was it useful for the students to interview others about their reactions to the park signs?
2. How did researching local laws help the students achieve their goal?

 hmhsocialstudies.com **ACTIVITY**

CHAPTER 9 REVIEW



FLORIDA CIVICS EOC PRACTICE

1. The following quotation is from the inauguration address by the mayor of a major U.S. city.

Imagine an extensive mobility system embraced by the public . . . We need all possible transit options. Folks in other cities where mass transit really works, really moves people, appreciate their systems. That can happen here, and it will.

What might be the most effective way for citizens to help make this mayor's vision a reality?

- A. refusing to use public transportation until it improves
- B. joining public demonstrations that highlight the public transit system's flaws

- C. writing to government officials asking them to increase funds for highway construction
- D. voting for bond issues that would pay for increased public transit

2. Which of the following statements is true regarding the law-making process at the local level?

- A. County governments usually make laws by approving the sheriff's proposals.
- B. At a town meeting, people can vote directly on various issues.
- C. Townships are gaining more law-making power as more people move to suburbs.
- D. Each state has 10 to 15 school districts that pass laws regarding education.

Reviewing Key Terms

Write a sentence explaining the significance to local government of each term or name below.

- 1. municipality
- 2. city
- 3. county
- 4. sheriff
- 5. charter
- 6. ordinances
- 7. town
- 8. town meeting
- 9. township
- 10. special district
- 11. home rule
- 12. city council
- 13. mayor
- 14. commission
- 15. grants-in-aid
- 16. block grants

Comprehension and Critical Thinking

SECTION 1 (Pages 228–230)

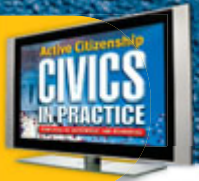
17. **a. Explain** How are local governments established?
- b. Describe** How is county government generally organized, and what do counties do?
- c. Elaborate** What purposes do local governments serve, and why do they cooperate with each other?

SECTION 2 (Pages 231–233)

18. **a. Describe** What is a town, and why are town meetings important to people in a town?
- b. Analyze** What is the difference between a town or a village and a special district?
- c. Evaluate** Do you think it is possible to have a "town meeting" at the state or national level? Why or why not?

Active Citizenship video program

Review the video to answer the closing question:
Name at least one argument in favor of and one argument against the power of eminent domain.



SECTION 3 (Pages 234–237)

- 19. a. Recall** What is the difference between a home-rule city and a city without home-rule power?
- b. Evaluate** Which of the forms of city government do you think offers the most effective system of checks and balances in local government?

SECTION 4 (Pages 239–242)

- 20. a. Recall** In which areas do the three levels of government—local, state, and federal—cooperate?
- b. Supporting a Point of View** Explain why it is important that city, state, and national governments cooperate on such projects as road building.

Reading Skills

Understanding Political Cartoons Use the Reading Skill taught in this chapter to complete the activity below.

- 21.** Create a political cartoon that is a visual representation of one aspect of the information below.

Level of Government	Source of Authority
Federal government	The people of the United States The Constitution
State governments	The people of the United States The Constitution State constitutions
Local governments	The people of the United States The Constitution State constitutions State charters

Using the Internet

- 22. Researching Local Government** Your local government is the government closest to your daily life and you can see its work around you every day. Through your online textbook, research your county or city government's structure, sources of revenue, and lawmaking process. Then create a labeled diagram to illustrate what you learned about your local government.



Civics Skills

Analyzing an Editorial Use the Civics Skill taught in this chapter to answer the question about the selection below.

CONCERNS ABOUT TASERS

Police departments around the country are debating the use of Tasers, the electronic stunning devices widely used to subdue unruly suspects.

An influential police research group meeting in Houston last week recommended using the stun guns only on people violently resisting arrest because of the weapon's potential to kill. The Police Executive Research Forum also said suspects should be evaluated after one shock before being shocked again . . .

Although police departments, and the research forum, believe Tasers are important to police work, there is ample concern that more caution needs to be exercised when using them. Tasers shoot barbs that deliver 50,000 volts of electricity to the body and incapacitate the target they hit . . .

When it comes to the effectiveness of Tasers, much is still unknown. But in the past four years, more than 70 people have died in the United States after being stunned by Tasers, and that alone is cause for more study to help police officials develop proper training methods and use-of-force protocols . . .

There is widespread belief that Tasers have resulted in a decrease in lethal force when subduing suspects and in fewer injuries to officers. Although there is no doubt that a Taser is not as lethal as a gun, there is concern that officers are using Tasers indiscriminately or in routine confrontations . . . Police should have a clear protocol that directs officers to resort to Tasers only after other methods to subdue suspects fail.

Source: Austin American-Statesman

- 23.** What point of view does this editorial express? What arguments might be used by people who oppose this point of view?

FOCUS ON WRITING

- 24. Writing Your Persuasive Letter** You have described the levels of local government in your notes. Now think about issues in your community, your own local government, and how your government might address the problems. Then, write a two-paragraph persuasive letter to the newspaper arguing your position about how your local government might solve the problem and make your life better.

Private Property for Public Use?

Suppose your town or county wants to build a new road. Officials decide that the best place for it is right through your home! Even if you object, the government can take control of your property, as long as you are paid a fair amount for it. This power to take private property is called “eminent domain.” For years it has been used to create public roads, railroad tracks, military bases, and dams. But what if the government wants to take your land and sell it to a private company that might boost the local economy? Is that fair?

Why it Matters

The Fifth Amendment to the Constitution says that eminent domain applies only to land taken for “public use.” But what is public use? Obviously a public roadway where anyone may travel is public use. What about a sports arena where people must pay for tickets? What about a shopping mall, where companies benefit from people spending money?

In 2005 the Supreme Court ruled on an eminent domain case from New London, Connecticut. A private company proposed building a research facility on a large piece of unused land in New London. The city hoped the new facility would revive the surrounding area’s economy. So a major renovation was planned. The plan involved tearing down private homes to build a hotel, restaurants, shops, pedestrian areas, offices, and high-rise private apartments. The decision the Court had to make was whether these projects would qualify as public use. The Court held that the plan benefited the economic development of the community. So the plan did indeed fit the definition of public use.

Many Americans believed that this decision gave local governments too much power to seize private property. In response to the ruling, some state and local governments have already begun considering new laws to limit the power of eminent domain. For example, in 2006 the state of Florida amended its constitution. It prohibited transferring private property taken by eminent domain to another person or private entity without a three-fifths vote of each house of the state legislature.



This home in New London, Connecticut, was one of several condemned by the state to make room for a new hotel and other developments.

ANALYSIS SKILL

EVALUATING THE LAW

1. What kinds of projects might qualify as public use?
2. Do you think the government should be able to take private property to sell to a private business? Explain your answer.

 hmhsocialstudies.com **ACTIVITY**